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ABSTRACT

This report describes the current status of racial isolation in Michigan's public elementary and secondary schools, and details the progress which has been made in moving toward educational equality and racial desegregation in both individual schools and in school districts. Guidelines developed for providing integrated education within districts are reviewed. Districts identified as having racially isolated schools as of 1978-79 are listed and compared with those identified from the former year. Specific recommendations for remedying individual districts' problems are given. Staff reports are presented for each of the twenty-three districts affected by the State's guidelines for providing integrated education. The reports include information on the implementation of desegregation plans in individual schools, identification of schools which have been declared exempt from current guidelines, and other districts which have no present plans to desegregate. Appended to the report is a brief paper by the National Association of State Boards of Education entitled "Desegregation: Problems, Successes, and Next Steps." (GC)

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SECOND ANNUAL REPORT ON STATUS OF RACIAL ISOLATION IN MICHIGAN SCHOOLS, 1980

Michigan State Board of Education

Lansing, Michigan
May 1980

Michigan Department of Education
Lansing, Michigan 48909

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FOREWORD

On behalf of the State Board of Education, I am pleased to submit to the Governor, the Legislature, the Michigan Civil Rights Commission and others, the Second Annual Report of the State Board of Education on the Status of School Integration in Michigan Schools. This report provides information relative to implementation of the document, Guidelines for Providing Integrated Education Within School Districts. These guidelines provide a basis upon which local districts can initiate action to reduce and prevent racial-isolation in their school buildings, if such exist.

It is important to reemphasize the commitment of the State Board of Education to providing leadership and support to the achievement of educational equality for all students. One of the means toward this end is the continued implementation of state integration Guidelines with the objective of eliminating racial-isolation in school buildings.

This second annual report depicts progress in moving toward these goals. The information provides a basis for continued efforts by both the Department and local districts. These affected districts face a challenge in the development of effective strategies to eliminate the conditions of racial-isolation. One strategy which needs further exploration is the voluntary transfer of students between districts for the purpose of increasing racial balance.

The ultimate goal is to achieve integration which incorporates not only school buildings with diverse population but is based on understanding and cooperating between individuals of diverse backgrounds--teachers, students, parents, citizens and the entire community. The result will be a learning environment which offers equality of opportunity to all students regardless of race, sex, ethnicity or physical disability.

Phillip E. Runkel
Superintendent of Public Instruction

SECOND ANNUAL REPORT ON STATUS OF RACIAL ISOLATION
IN MICHIGAN SCHOOLS, 1980

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A. Letter and Document Received from Governor Milliken

SECOND ANNUAL REPORT ON STATUS OF RACIAL ISOLATION

IN MICHIGAN SCHOOLS, 1980

I. Background Information

A. Introduction

This is the Second Annual Report on the Status of School Integration in Michigan schools, based on the State Board of Education 1977 Guidelines for Providing Integrated Education Within School Districts. Last year a total of 45 districts were considered racially impacted, based on analysis of the Fourth Friday data of 1977-78. The 1978-79 data reveal 39 districts not in compliance with the Guidelines, minus the six which voluntarily came into compliance last year. Of the 39, as indicated last year, sixteen were determined by the Office of the Attorney General to be in litigation, and an additional six were in the process of implementing court ordered desegregation plans. Title IV technical assistance was provided to the remaining 17 directly affected districts to assist them in developing a plan of remedy.

B. Description of Guidelines

The Guidelines for Providing Integrated Education Within School Districts were developed in response to a need for a state level policy which could deal directly with the problem of racial isolation in schools. Some districts have had to provide corrective action through a court order; however, there have continued to exist instances in districts without a court order where school buildings are racially identifiable. Development and implementation of these Guidelines provides the basis for voluntary action by such districts to correct these inequities.

Of particular significance is a State Board policy, quoted in the Guidelines, which reads:

> It is the declared policy of the Michigan State Board of Education that in all programs administered, supervised or controlled by the Department of Education, every effort shall be made to prevent and eliminate segregation, promote integration, provide quality integrated education, and assure equal educational opportunities for all children, youth, and adults.

Recently, Governor William G. Milliken sent a letter to Dr. Eugene Paslov regarding the Guidelines for Providing Integrated Education Within School Districts. In his letter Governor Milliken states:

> "I commend the State Board of Education for its responsible leadership in developing standards to encourage school districts to gauge their success with integration. The effort the Department of Education put into attempting to transcend the critical issue

of desegregation into a very positive policy of integration is noteworthy. I am hopeful that all school districts will carefully read these guidelines and cooperate with the Department of Education's leadership."

Enclosed with this letter was a copy of a document entitled, "Desegregation: Problems, Successes, and Next Steps," for which the Education Commission of the States was a host sponsor. See Attachment A for both the letter and the document.

The intent of the Guidelines is to insure that school buildings are not identifiable (and do not differ significantly from other buildings in the district) by any specific racial group. In other words, an individual building should mirror, with an allowable deviation range, the racial composition of the entire district of which it is a part. In order to determine this, specific statistical criteria were established which state that racial isolation exists when:

> The percentage of the student enrollment in any individual racial category* for any one building varies more than 15 percent above or below the student percentage for that racial category in the district as a whole. Separate percentages must be computed for elementary and secondary buildings.

C. Districts Identified as Having Racially-Isolated Schools, 1978-79

The fifteen percent criterion for student racial isolation was applied to the Fourth Friday enrollment count for 1978-79. Using these data, a total of 39 school districts were identified as not meeting this criterion. In July of 1979 the Department notified 36 of these districts of their racial-isolation status. The three exceptions are Bridgeport-Spaulding, Battle Creek and Willow Run.

Six of the districts are currently under a federal court order to desegregate. It is the position of the State Board that these Guidelines not take precedence over court orders in providing a remedy to desegregation. These districts and the number of racially-isolated buildings based upon the Guidelines are:

District	Buildings Identified as Racially-Isolated
1. Benton Harbor	23
2. Detroit	171
3. Grand Rapids	58
4. Kalamazoo	15
5. Lansing	6
6. Pontiac	12

*Racial categories include Blacks, Hispanics, American Indians, Asian Americans, and Whites.

Sixteen districts were identified by the Attorney General's Office as being currently involved in some phase of litigation or interaction with the U.S. Office of Education, Justice Department, or Office of Civil Rights. Because the same policy applies as for the court-ordered districts, these districts were not requested to take actions which would bring them into compliance with the Guidelines. It should be noted that many of these districts are in litigation because they have been identified as a litigant in the Bradley-Milliken case. These districts and the number of racially-isolated buildings are:

	District	Buildings Identified as Racially-Isolated
1.	Beecher	9
2.	Cherry Hill	1
3.	Clintondale	1
4.	Ferndale	1
5.	Flint	45
6.	Inkster	1
7.	Mt. Clemens	6
8.	Oak Park	5
9.	River Rough	4
10.	Romulus	5
11.	Roseville	1
12.	Southfield	4
13.	Taylor	2
14.	Van Buren	1
15.	Wayne-Westland	3
16.	Westwood	2

It is noted in the Guidelines (p. 6 footnote) that "In those districts implementing court or government agency ordered desegregation plans, and where such plans would warrant administrative measures other than these enumerated herein, the State Board of Education would support the implementation of those measures provided that such measures prevent further racial segregation." Staff recommends that the State Board of Education examine carefully those districts which have been exempted under this provision, particularly those districts which are in litigation, for the purpose of determining what measures are being taken to "prevent further racial segregation".

Fourteen districts did not have a desegregation plan nor were they in a position to be affected by a court remedy. In the July letter of notification, each of these districts was offered technical assistance by the Department. Staff visits have been made to most of them during the year. These districts and the number of racially-isolated buildings are:

Districts	Buildings Identified as Racially-Isolated
1. Albion	2
2. Ann Arbor	9
3. Bloomingdale	1
4. East Lansing	3
5. Escanaba	1
6. Holland	5
7. Milan	1
8. Muskegon City	13
9. Muskegon Heights	4
10. Port Huron	3
11. Saginaw	33
12. Sault Ste. Marie	2
13. Three Rivers	2
14. L'Anse	1

Districts which fall under special categories are:

Bridgeport-Spaulding: Last year this district was granted an extension of time until September 1979 to comply with the Guidelines. (1 building)

Battle Creek: Granted an educational exception in 1979 for a three-year period. (14 buildings)

Willow Run: This district was removed from "concentrated efforts" list because last year it was indicated they had a desegregation plan. (1 building)

The 14 school districts which are directly affected by the Guidelines contain a total number of 80 racially-isolated buildings. The categorization for all public school buildings in Michigan is as follows:

	Number	Percent
Racially-isolated buildings in districts which are directly affected by the Guidelines	80	2.1
Racially-isolated buildings in the "special category" districts	16	0.4
Racially-isolated buildings in districts which are exempt from the Guidelines	376	9.9
Buildings which are not racially isolated	3,322	87.6
TOTAL	3,794	100.0

D. Comparison With 1977-78 Racial-Isolation List

1) Districts dropped from 1977-78 list.
For 1978-79, there are no racially-isolated buildings.

(1) Ecorse
(2) Adrian
(3) Bay City
(4) Buena Vista
(5) Monroe
(6) Niles

2) Districts with racially-isolated schools for both 1977-78 and 1978-79

a) All court ordered districts
b) All districts in litigation

c) Racially-isolated by 1977-78 final category

(1) Planning Pending

(a) Albion
(b) Ann Arbor
(c) Holland
(d) Milan
(e) Three Rivers

(2) Granted Exception for 1977-78

(a) East Lansing
(b) Sault Ste. Marie

(3) No Action Plan

(a) Muskegon
(b) Muskegon Heights
(c) Port Huron
(d) Saginaw

3) New districts 1978-79

a) Bloomingdale (ommitted last year due to computer error)
b) Escanaba

II. Next Steps

The following summarizes the staff recommendations for action in furthering desegregation efforts:

	Specific Technical Assistance	Monitor Assessment Results	Continued Monitoring	Assist With Desegregation Plan
Albion	Visit by Dept. Consult. team		X	
Ann Arbor			X	X
Battle Creek		X	X	
Bloomingdale	Assess feasibility of desegregation		X	
Bridgeport-Spaulding	Training for Administrators		X	
East Lansing		X	X	
Escanaba			X	
Holland	Work with Bilingual Educ. Office		X	
L'Anse			X	
Milan		X	X	X
Muskegon	Visit by Dept. Consultant team		X	
Muskegon Heights	Check with E & D Program		X	
Port Huron			X	X
Saginaw	a) Demographic Study b) Seek Attorney Genl's Opinion on whether Saginaw is affected by Guidelines		X	
Sault Ste. Marie			X	
Three Rivers			X	X
Willow Run			X	X

III. Summary Report on the Status of Affected School Districts

Adrian Albion Bay City Buena Vista Jackson Monroe Niles	These seven school districts have taken action resulting in the adoption or implementation of school integration plans. Six of these districts are in the second year of implementation. Albion is in the first year of implementation. All districts are maintaining compliance with the Guidelines.
Three Rivers Willow Run	These two districts have developed plans which when implemented would lead to school integration.
Ann Arbor Bloomingdale Escanaba Port Huron	These four districts are in a developmental stage in developing strategies to correct racial isolation. Port Huron has formed a citizens committee to help determine strategies. Bloomingdale and Escanaba are both in the beginning stages of examining the extent of racial isolation.
Battle Creek Bridgeport-Spaulding East Lansing L'Anse Milan Sault Ste. Marie	These districts were granted educational exceptions in 1979 and are requesting renewal of that status. Battle Creek and Bridgeport-Spaulding were granted exceptions in separate Board actions; Battle Creek was given a three-year period to achieve an increase in academic achievement and Bridgeport-Spaulding was given a time extension in the development of a plan. East Lansing and Milan are basing their request on academic achievement. L'Anse and Sault Ste. Marie are basing their request for an exception on the unique circumstances for Indian children attending the racially-isolated school buildings.
Holland Muskegon	These two districts are requesting educational exceptions for the first time. Both requests are based on plans to raise academic achievement.
Muskegon Heights Saginaw	These two school districts do not plan any action at this time relative to complying with the Guidelines.

IV. SUMMARY OF DISTRICT COMPLIANCE WITH GUIDELINES FOR PROVIDING INTEGRATED EDUCATION WITHIN SCHOOL DISTRICTS

	Plan Completed			In Development Process	Educational Exceptions		No Action Planned
	Second Year Implementation	First Year Implementation	Not Implemented		New	Renewed	
1. Adrian	X*						
2. Albion		X					
3. Ann Arbor				X			
4. Battle Creek						Y**	
5. Bay City	X*						
6. Bloomingdale				X			
7. Bridgeport-Spaulding						X	
8. Buena Vista	X*						
9. East Lansing						X	
10. Escanaba				X			
11. Holland					X		
12. Jackson	X*						
13. L'Anse						X	
14. Milan						X***	
15. Monroe	X*						
16. Muskegon					X		
17. Muskegon Heights							X
18. Niles	X*						
19. Port Huron				X			
20. Saginaw							X
21. Sault Ste. Marie						X	
22. Three Rivers			X				
23. Willow Run			X				

*No district report included because district was in compliance with the Guidelines for 1978-79.

**Three-year Exception Granted June 1979

***MEAP 4th grade results insufficient (Below 75%)

V. Narrative Update Staff Reports

The following section contains a staff report for each of the twenty-three districts directly affected by the Guidelines for Providing Integrated Education Within School Districts. These reports are arranged according to the following categories:

A. Plan Completed

1. Second Year Implementation
2. First Year Implementation
3. Not Implemented

B. In Developmental Process

C. Educational Exceptions

1. New
2. Renewed

D. No Action Planned At This Time

A. Plan Completed

1. Second Year Implementation

Districts: Adrian
Bay City
Buena Vista
Jackson
Monroe
Niles

Adrian

The Adrian Public Schools submitted 1978-79 enrollment data to the Department which indicated that all of their buildings fell within the acceptable range as established by the Guidelines. There had been only one building, Comstock Elementary, determined to be racially isolated based on the 1977-78 enrollment data.

Bay City

Based on 1977-78 enrollment data the Bay City Public Schools had one elementary building racially isolated: Farragut. The Farragut School was closed and the 1978-79 data indicates that the district is now in compliance with the Guideline standards.

Buena Vista

The 1977-78 enrollment data indicated two elementary buildings determined to be racially isolated: Koeltzow and Doerr. This district implemented a student reassignment which brought them into compliance with the Guidelines for the 1978-79 school year.

Jackson

1977-78 enrollment data indicated that the Jackson Public Schools contained one building not in compliance with the standard created by the Guidelines: McCulloch. Action was taken and the 1978-79 data indicate compliance.

Monroe

1977-78 enrollment data indicated that the Monroe Public Schools contained one school building not in compliance with the standards created by the Guidelines: Lincoln Elementary. Department staff met with the Monroe Superintendent and developed a plan for bringing this building into compliance. The attendance boundary for this building was altered and the district is now in compliance as indicated by the data for 1978-79.

Niles

1977-78 enrollment data indicated that the Niles Community Schools contained one building not in compliance with the Guidelines: Central Elementary. The 1978-79 data indicate that this district is now in compliance. This district has indicated that a citizens advisory council was appointed which had the responsibility of looking at building utilization and student assignment.

A. Plan Completed

2, First Year Implementation

District: Albion

ALBION

Background Information

A meeting was held in the Superintendents's office of the Albion School District for the purpose of determining the current status of Harrington and Crowell Elementary Schools, relative to the implementation of a plan to desegregrate during the 1979-80 school year.

The Albion School District was advised in July, 1978, by the State Board of Education that Harrington and Crowell Elementary Schools were racially isolated. At that time, parents and citizens of the Albion community united to form a Racial Imbalance Committee. The function of this committee was to explore possible solutions that would affect integration and to make appropriate recommendations to the Albion Board of Education. In April, 1979, Department of Education staff (OEEO) visited Albion as requested by the Racial Imbalance Committee, and provided technical assistance toward the development of a desegregration plan.

July 17, 1979 the Albion Board of Education responded to the State Board of Education's Integration Guidelines by indicating that the Representative Committee was in the planning stage toward developing a school integration plan. Essentially, the plan was designed to accomplish integration by transporting 126 White students from Harrington to Crowell. Conversely, 59 Black students were to be bused to Harrington School. Since busing was a normal method of transporting children to school during prior years, there was little additional cost or change in schedules. The same children rode the same bus with the same bus driver. The only difference was in the destination of the busses.

November 2, 1979, Albion's Desegregation Plan was submitted to the Department of Education and reviewed by the staff of the Office of Equal Educational Opportunity. Implementation was scheduled to begin September, 1979

Current Status Re Desegregation Guidelines

The current enrollment data for 1979-80 school year indicates that Harrington and Crowell Elementary Schools are functioning within the Guideline criteria regarding racial balance. However, extensive discussion with Superintendent Rynearson revealed serious internal problems. During the initial attempt to implement the plan to desegregrate Harrington and Crowell, September, 1979, there was reported in-fighting between administration and staff regarding

teacher contracts. The teachers went on strike against the administration, leading to an administration lock-out policy against the teaching staff. Therefore, at the most critical time when busing was implemented, the Albion School District was in conflict.

Additional problems affecting Albion Schools as observed by staff concern dissatisfaction with the curricula, the rejection by the community of a requested additional three mills for the school budget, alleged inconsistencies by the administration in the implementation of discipline policies, and a decrease in student enrollment of two hundred and eight students during 1979. Dr. Rynearson was hesitant to conclude that the implementation plan to desegregrate Harrington and Crowell schools was directly related to the rejection of the additional millage or to the decrease in enrollment. He did say, however, that fifty of the two hundred and eight students who left the school district are still living within the city limits of Albion. Members of the Racial Imbalance Committee distributed a survey among the parents who withdrew their children, and the conclusion of the survey was that none of the parents withdrew their children because of anticipated integregation.

Staff Observations

The most obvious and disturbing consideration resulting from the administrative/teacher/parent conflict in the Albion School District is the extent to which the internal conflicts of the district are negatively affecting the attitudes, growth, and educational development of the students involved. There was noticeable evidence of a critical need for additional funds on the part of the administration. There was also a critical need to concentrate administrative efforts in the development of appropriate curricula and consistent discipline policies, from the parents' point of view. Teacher contracts are presently in the stage of arbitration and have not been settled.

Staff Follow Up Steps

It is suggested that a team of departmental consultants with expertise in areas of human relations, curricula, state and federal fund raising methods, among other areas, visit the Albion School District, meet with school and community leaders, and provide technical assistance,

A. Plan Completed

3. Not Implemented

Districts: Three Rivers
Willow Run

THREE RIVERS

Background Information

This report is based on both meetings and correspondence which have taken place during the last year between the Department and the Three Rivers Community Schools.

The 1977-78 data indicated that two elementary buildings were not in compliance with the state desegregation guidelines: Barrows and Huss. More than a year ago, Department staff met with representatives of the district and assisted them in developing a remedy for this problem. The district board appointed a citizen's advisory group to develop desegregation plans.

Current Status Re Desegregation Guidelines

During the last year, Department staff have met with the district in order to assist in the development of a plan for desegregation. Both schools involved have about thirty percent Black students; the district percentage of Black students in elementary schools is ten percent. It was brought out at these meetings that the MEAP scores showed these two schools to have lower scores than the rest of the district.

The district has submitted a plan which Department staff reviewed and suggested certain modifications. This plan provides for actions to increase academic achievement and to correct racial imbalance.

Future Actions Indicated by District

Details are outlined in plan submitted by district.

Assistance Requested by District

Department staff provided assistance to the district by reviewing the initial plan and suggesting the district apply timelines toward accomplishing state objectives.

Staff Observations

The submitted plan for desegregation includes steps which should lead to successful implementation of student redistribution within the schools by race.

Staff Follow-Up Steps

Staff will contine monitoring.

WILLOW RUN

Background Information

1977-78 enrollment data indicated that the Willow Run Schools contained three elementary buildings not in compliance with the standards created by the Guidelines for Achieving Integrated Education Within School Districts. These were the Kaiser, Thurston, and Cheney elementary schools. The district notified the Department that they had developed, adopted and planned to implement a student reassignment plan which would bring these buildings into compliance by September 1979 with the standards contained in the Guidelines.

Current Status Re Desegregation Guidelines

The student enrollment data for 1978-79 indicate that only the Cheney school is out of compliance. Recent contact with the district reveals that racial isolation has not yet been corrected as documented by data furnished the Department by the district.

Staff Follow Up Steps

It is suggested that Department staff work with the Willow Run School District and offer technical assistance in efforts toward the elimination of racial isolation.

B. In Developmental Process

Districts: Ann Arbor
Bloomingdale
Escanaba
Port Huron

ANN ARBOR

Background Information

The first steps toward correcting racial imbalance in the Ann Arbor School District was taken October, 1978, when the Ann Arbor Board of Education appointed an Ad Hoc Citizens Advisory Committee. The assigned task of the committee was to advise the Board of options for alleviating conditions resulting in the racial isolation of nine school buildings.

Current Status Re Desegregation Guidelines

On March 7, 1980, the superintendent of Ann Arbor Schools presented "A Preliminary Draft of a Plan for Improving Educational Opportunity and Improving Racial Balance in the Ann Arbor, Michigan School District" to the Ann Arbor Board of Education. The Board recieved the plan and is in the process of conducting a preliminary review and receiving feedback from the Ann Arbor community.

Essentially, the preliminary draft contains strategies to improve racial balance and provide equal educational opportunity for students. School boundaries are to be rearranged and students reassigned to reduce racial isolation where it exists. The preliminary plan will be followed by an "Action Plan". This plan will state the final goals and a timetable for implementation to the Ann Arbor Board.

A position for a Communications Coordinator has been established. This individual will report directly to the Superintendent and work with the administrative team to develop the actual goals, time lines, formats, and strategies relating to the final plan. (See attachment

Staff Observations

The 1980 preliminary draft, with the follow up "Action Plan" to improve racial imbalance and provide equal educational opportunity, provides the foundation for realistic change. This plan demonstrates a sincere effort on the part of the School Board and team to act responsively in implementing the Guidelines for Providing Integrated Education Within School Districts in Ann Arbor Schools.

Staff Follow Up Steps

Staff will maintain contact with Ann Arbor during the planning process.

BLOOMINGDALE

Background Information

A telephone conversation was held on March 14, 1980 between Mr. William Denton, Superintendent of the Bloomingdale Schools and Ms. Nancy Wing of the OEEO staff for the purpose of clarifying the situation of the Bloomingdale district with respect to the Guidelines for Providing Integrated Education Within School Districts. A letter was sent to the district last summer informing them that the Pullman School does not fall within the acceptable criteria established by these guidelines, thus making Bloomingdale an impacted school district for the first time.

Current Status Re Desegregation Guidelines

Bloomingdale has a Black student population of fourteen percent. There are three elementary schools of which the Pullman School shows an under-representation of White students. (The acceptable percentage range for White students was between 68.9 percent and 98.9 percent; Pullman showed only 66.0 percent White Students.)

Mr. Denton described the geography of the district as long and narrow. The Grand Junction school which is located closest to Pullman is eight miles away and is closed for this year. The only other school, Bloomingdale Elementary is located 20 miles from the Pullman School.

Staff Observations

In the telephone conversation, Mr. Denton indicated that the Pullman building is small and has been enlarged through additions and portable classrooms. It is a K-5 building and the 6th grade goes into Bloomingdale to the Middle School.

Mr. Denton also indicated that each of the three elementary schools is located in a separate village and that these areas are divided against each other. Attempts to upgrade facilities and bond issues have failed repeatedly. Currently the Middle School and the High School use the same building and are each on split sessions.

Staff Follow-Up Steps

Department staff plans to visit the Bloomingdale District for the purpose of determining more specifically what remedies might be available regarding the condition of racial isolation and what assistance can be provided to them. Staff will also determine whether an exception on the basis of a unique geographical situation would be in order.

ESCANABA

Background Information

A telephone conversation was held on March 17, 1980 between Dr. Joseph Mongue, Superintendent of the Escanaba Schools and Ms. Nancy Wing of the OEEO staff for the purpose of clarifying the situation of the Escanaba district with respect to the Guidelines for Providing Integrated Education Within School Districts. The Department sent a letter to the district last summer notifying them that the Washington School did not fall within the criteria established in these guidelines. However, until this date, no contact had taken place. This was the first year that Departmental data showed racial isolation in Escanaba.

Current Status Re Desegregation Guidelines

For the year 1978-79, data for the Washington School indicated an under-representation of white students. The number of American Indian students in this building is high but within the acceptable limits.

Staff Observations

In the telephone conversation with Dr. Mongue, he indicated that the Washington School was "typical" and presented no indications of racial isolation. He said that there was no geographical area where Indians are more concentrated and that having more Indians in the Washington school was purely by happenstance. He also stated that since federal funds have been available for Indian programs, there has been an increase in the identification of Indian students.

Staff Follow Up Steps

Staff will continue monitoring Escanaba efforts.

PORT HURON

Background Information

On February 16, 1980, staff from the Office of Equal Educational Opportunity met with school officials of the Port Huron School District. The general purpose of this meeting was to discuss the progress and status of that district with respect to the Guidelines for Providing Integrated Education Within School Districts.

At the time of the racial-isolation report for 1979, the Port Huron School District declined to take any action that would correct racial isolation. Later in the year, however, Dr. James Burchyett, the Port Huron superintendent, attended a meeting for all superintendents with racially-isolated buildings in their districts. The meeting was scheduled by the Department of Education for the purpose of providing technical assistance.

Current Efforts Re Desegregation Guidelines

Enrollment data indicate that Cleveland Elementary, Grant Elementary and Project Envy are racially isolated schools. However, the following significant changes have occurred:

Cleveland Elementary School is in the process of developing a community center, in addition to providing education for elementary students. Mr. Eugene Bolden became employed in December, 1979, and has begun to establish various community programs for all ages, from preschoolers to senior citizens. As a result of visiting Cleveland, OEEO staff members were exposed to activities for the development of multicultural awareness among students, community residents, (i.e. senior citizens) engaged as volunteer aids and a racially integrated staff. The most significant change in the Cleveland Elementary School has been reflected in achievement scores for 1979-80. Although achievement scores have significantly improved in both reading and math, reading scores are still below the district average.

Grant Elementary School is scheduled to undergo some changes in school attendance boundary lines by the fall of 1980. A Boundary-Study Committee, consisting of a cross section of the residents in Port Huron, is presently in the process of examining the possibility of redetermining boundaries, in order to alleviate conditions affecting racial isolation. Achievement scores have also improved in Grant. However, students in this school are the lowest achievers in the entire district. Reading scores are particularly poor.

Project Envy is a unique program which provides alternative education for young people who have had special difficulties with learning in the conventional system. Enrollment cannot be changed within the Port Huron Community because this is the only school of its kind and because of the rationale for enrolling students.

Staff Observations

The OEEO staff visited nearly every classroom in the Cleveland Elementary School. They observed alert, highly motivated students, who were actively engaged in the process of learning. Ms. Floyd, the principal, has established remarkably good rapport with students and teachers. There was an atmosphere of family-togetherness in this school, from the smallest child to the volunteer senior citizen.

Staff Follow-Up Steps

Upon request from the district, technical assistance to the Boundary-Study Committee, relevant to Grant Elementary School and assistance to the Advisory Council of the Cleveland Elementary Community Center will be provided. The OEEO staff will continue to maintain contact with the Port Huron School District and follow through in the fall of 1980.

C. Educational Exceptions

1. New

Districts: Holland
Muskegon

HOLLAND

Background Information

A meeting was held in Holland February 12, 1980 for the purpose of discussing the progress and status of that district with respect to the Guidelines for Providing Integrated Education Within School Districts. There also was an earlier visit by MDE staff with the Superintendent, his staff, and representatives from the Citizens Advisorty Committee. In addition there have been numerous phone contacts.

About 20 percent of students in Holland schools are Latino. In the two years since the implementation of state desegregation guidelines, district data has indicated that there are five buildings in Holland which are racially isolated. The 1979 annual report on racial isolation indicates that Holland was in the process of developing a plan to correct this situation.

The October 15, 1979 meeting in Holland with the Citizens' Advisory Committee on Restructuring and with school officials centered around the bilingual program which is housed in the buildings where there is also a disproportionate number of Latino students. The citizens committee felt that any efforts toward desegregation could disrupt the bilingual program.

Current Status Re Desegregation Guidelines

The data for 1978-79 indicates that these five buildings continue to remain racially isolated. Two of the buildings, Washington and Lincoln, are disproportionately high for Latino students.

The Citizens' Advisory Committee surveyed parents on a number of school issues in order to assess attitudes on the bilingual programs and desegregation. The committee has completed the study and submitted it to the school board for their consideration. The committee's recommendation was to request an exception for the Washington and Lincoln schools based on the existence of the bilingual programs. It was indicated that this group did look at the possibility of combining both bilingual education and a desegregation plan.

Future Actions Indicated by the District

School officials indicate plans for a concerted effort to raise achievement scores, particularly in those schools which are racially isolated. These plans include:

A. In the Washington School:

- A change in the delivery system
- Reading Is Fundamental (RIF) program
- Achievement scores have been increasing

B. In the Lincoln School:

- There are Title I funds
- A change in the delivery system
- No achievement gains yet
- School has a high mobility rate

C. District is looking at reading management systems

Assistance Requested by District

School officials invited Department staff to maintain contact to observe changes as future plans are implemented.

Staff Observations

Staff indicated to Holland that they might want to base their request for an exception not only on their bilingual program, but also on a plan to raise achievement. This suggestion is based on (1) low achievement at the two schools with a high Latino population, (2) the recommendation by the citizens' committee to request an exception, and (3) plans of the district to increase achievement levels.

Staff Follow Up Steps

Once the educational exception plan is completed, staff will facilitate Holland's appearance before the State Board to explain the plan and formally request an exception. Department staff will maintain contact with Holland to assess progress in remedying the problems of racial isolation. On the next visit, technical assistance will be requested from the Bilingual Education Office to determine progress by the district in both desegregation and bilingual efforts.

MUSKEGON

Background Information

Recently, there have been two meetings between officials of the Muskegon Public Schools and Department staff; on February 20, 1980 in Muskegon and again on March 20, 1980 in Department offices in Lansing, The purpose of both of these meetings was to discuss the status of Muskegon relative to the Guidelines for Providing Integrated Education Within School Districts.

At the time of last year's annual report, Muskegon was one of the districts indicating no specific plans at that time to remedy racial-isolation. Eleven school buildings had been identified as racially-isolated. Later in 1979, Muskegon attended the Department-sponsored meeting in October for those districts which had not yet taken action.

Current Status Re Desegregation Guidelines

The 1978-79 data indicates thirteen racially-isolated buildings in the Muskegon District. In all elementary schools, Black students make up 36.3 percent of the student population. Application of the Guideline criteria establishes an upper limit of 51.3 percent Black students in any one elementary building. Yet, there are two buildings, Froebel and Angell, with a Black student population which exceeds 80 percent. And, on the reverse side, there are also buildings which have a disproportionately high number of White students.

Examination of the MEAP data indicates poor achievement in the schools which are disproportionately Black and relatively higher achievement in the schools which are disproportionately White.

Future Actions Indicated by District

Muskegon school officials have indicated intent to correct some of the conditions of racial isolation. They have chosen to focus on raising achievement in the predominately minority schools. Plans are being made for a Department team to visit Muskegon to examine the academic programs more closely. The school district will also prepare a detailed plan for raising achievement.

Assistance Requested by District

The district has indicated it would like continuing assistance as they prepare a plan for increasing achievement

Staff Observations

Based on discussions with Muskegon, they will be pursuing a course of action designed to raise the level of achievement for minority students. Although this doesn't address the racial balance criteria in the Guidelines, it does address an important area in the attainment of equal educational opportunites for minority students. Of importance is recognition of a problem and taking positive steps toward resolution.

Staff Follow Up Steps

Once their plan outlining the basis for requesting an educational exception is completed, staff will suggest that Muskegon appear before the State Board to explain the plan and formally request an educational exception. Staff will maintain contact with Muskegon and provide assistance with the planning and implementation of the achievement gain plan.

C. Educational Exceptions

2. Renewed

Districts: Battle Creek
Bridgeport-Spaulding
East Lansing
L'Anse
Milan
Sault Ste. Marie

BATTLE CREEK

Background Information

The 1977-78 enrollment data for the Battle Creek School District indicated fourteen buildings determined to be racially isolated. Several meetings have been held between Battle Creek School officials and Department staff for the purpose of discussing possible remedies to the racial isolation situation. Department staff have visited some of the racially-isolated schools.

The district requested approval from the State Board for a three-year exception to the Guidelines for Providing Integrated Education Within School Districts. This request was granted at the June 5-6, 1979 meeting with a request for staff to monitor the program of the Battle Creek School District in the implementation of its request and to report on an annual basis. The purpose of this request was to raise the achievement scores of students in the schools, according to the MEAP, and that the district's programs of pairing schools for enjoyable integration purposes might be expanded.

Current Status Re Desegregation Guidelines

The data for 1978-79 indicates that there are still fourteen racially isolated buildings in the district. The MEAP scores, however, have increased significantly this year, with all elementary schools scoring above the 75% level of achievement in mathematics and eight of the fourteen scoring at that level in reading. The percentage of students attaining the 75% level of achievement in mathematics, on a city-wide basis, has moved from 70.9% of the student body in 1978 to 93.2% in 1979, while in reading the move has been from 49.1% to 73.1% during that same one-year period.

The district has also significantly increased its pairing of schools and children in integrated educational settings in order to provide the opportunity for all students to function effectively in a multicultural environment and to develop positive attitudes toward interracial contact.

Staff Follow-Up Steps

Staff is currently planning monitoring procedures in order to evaluate the progress being made by Battle Creek in their efforts to improve student achievement. A visit will be made to the district and the resulting staff evaluation will be made available to the State Board at a future date.

BRIDGEPORT-SPAULDING

Background Information

A meeting was held in Bridgeport-Spaulding Monday, February 4, 1980 for the purpose of discussing the progress and status of that district with respect to the Guidelines for Providing Integrated Education Within School Districts. Present at this meeting were the Superintendent and staff and MDE staff.

The first year of implementation of the desegregation guidelines, 1977-78, showed that the Banner School had an underrepresentation of White students according to the statistical criteria in the guidelines. Bridgeport-Spaulding requested and was granted, by the State Board of Education, an extension of time until September, 1979 to comply with these guidelines (SBE meeting of March 6, 1979).

Previous contacts between this district and the Office of Equal Education Opportunity:

2-22-79 Meeting in Bridgeport to discuss the situation and to explore the basis for requesting an exception.

6-22-79 Meeting to explore means of remedying the racial isolation problem.

10-18-79 Meeting to discuss the status of racial isolation and possible sources of funds to effect a remedy. OEEO advised Bridgeport of the availability of ESAA federal funds.

Current Status Re Desegregation Guidelines

Statistics based on the 1978-79 Racial-Ethnic census show that the Banner School continued to have an underrepresentation of White students. The 1979-80 data which was provided by the district shows that Banner is now within acceptable limits, but the White School is located next to the Saginaw County Comprehensive Center and students in the center attend classes at White. This additional population is drawn from beyond the boundaries of the White School and thus, is not representative of the population within the geographical borderlines for White.

Efforts during the past year include:

- The child accounting office is tracking students coming into and leaving the system by race. Because these are indications of population mobility, the district wants

- to get a more accurate idea of the usual trends involved. They feel this information will help them with future planning.

- The district is in the process of reorganization and examining the feasibility of closing buildings because of a declining enrollment.

- A multi-racial community group is working on this reorganization

- A Black administrator has been hired at the Banner School

- The district has been involved in a consortium which has been working on the theme of cultural differences.

- A parent-school survey was distributed throughout the community. The results are not yet compiled.

The district is concerned about the rapidly changing population and what effect this will have on the racial composition of their schools. Along with this is concern about the declining student enrollment. They are also concerned about the problem of staff layoffs. Given a decreased enrollment, staff layoffs are anticipated. Since minority staff have been the last hired, this creates a problem. Strategies to retain recently hired minority staff could be complicated by union restrictions.

Future Actions Indicated By the District

- Implementation of a school reorganization plan which is being worked on by the Citizen's Reorganization Committee.

- Application of results from the Parent-School survey in school decision making

Assistance Requested by District

Bridgeport-Spaulding has requested assistance in providing sensitivity training for administrators with a follow-up for teachers. Their purpose is to provide stability in terms of attitudes.

Staff Observations

Staff suggested to Bridgeport-Spaulding that they provide written information on the nature of the population at the White School and make this the basis for requesting an exception to the guidelines.

Staff Follow-Up Steps

MDE staff will contine to provide support by maintaining continuity of contacts with the district.

EAST LANSING

Background Information

OEEO staff met with Mr. Joe Durkin, Deputy Superintendent of the East Lansing Public Schools, on March 18, 1980 to discuss the status of this district relative to the Guidelines for Providing Integrated Education Within School Districts.

Last year's annual report on racial-isolation indicated that East Lansing had four buildings not in compliance with the criteria contained in the state desegregation guidelines. They requested and were granted an exception on the basis of high achievement scores for three of the buildings and a bilingual program in the fourth.

Current Status Re Desegregation Guidelines

The 1978-79 racial-isolation data shows that the Whitehills school is now in compliance with the Guidelines. However, the other three schools still remain racially isolated. The Red Cedar and Bailey schools both have MEAP scores showing 75 percent of the students achieving at above the 75 percentile. The Spartan Village School shows a high level of achievement for math scores but the reading scores show that only 62.5 percent of the students achieved at the 75 percentile.

The district has indicated their intent to request an exception for this year.

Staff Observations

Staff was informed that at the Spartan Village School more than 50 percent of the students are non-English speaking. The school does provide ESL instruction. Because these students are from MSU student families, there is also a high rate of turnover each year.

Staff Follow-Up Steps

Continue monitoring activities and continue the educational exception granted to the East Lansing School District for 1979. This is made even though the reading score is not up to the 75/75 standard set for affected buildings. The reason being the high percentage of non-English speaking students and the uniqueness of serving such a diverse multicultural student population.

EAST LANSING PUBLIC SCHOOLS

[illegible] 1980

W. ROBERT DOCKING
Superintendent

509 Burcham Drive East Lansing, Michigan 48823
Telephone: Area 517 337-1781

March 27, 1980

Dr. John Dobbs, Assistant Superintendent
Office of School and Community Affairs
Michigan Department of Education
Lansing, Michigan 48909

Dear Dr. Dobbs:

A year or so ago we were informed by the Department of Education that four of our schools, namely, Spartan Village, Red Cedar, Bailey, and Whitehills, were in violation of the criteria established for racial balance by the Department of Education.

I have been informed by my deputy superintendent, Mr. Joseph Durkin, that during my absence last week we had been notified that Red Cedar, Spartan Village, and Bailey had again been cited for racial isolation. It's not clear to me what you wish us to do. These are the same schools which were cited a year ago, and they were waived. I believe the data would suggest that the same situation exists, and, therefore, these schools should be waived again. If I am in error in my assumption, please let me know, so that I can deal with this problem quickly.

Sincerely,

W. Robert Docking
Superintendent of Schools

WRD:m

cc: Dr. Eugene T. Paslov
Interim Superintendent
of Public Instruction

L'ANSE

Background Information

L'Anse has one building which is not in compliance with the criteria stated in the state desegregation guidelines. Last year this district rquested and was granted an exception on the basis of a unique geograp-ical situation.

The district is split geographically and there is one elementary building in each section. The Sullivan School in the eastern portion is near the L'Anse Indian Reservation and enrolls American Indian students from that area. The Laird School is located 20 miles to the west and has no American Indian students in attendance. This arrangement makes it very difficult to adjust enrollment patterns.

Current Status Re Desegregation Guidelines

A telephone conversation with Mr. LeRoy Zimmer, Superintendent, indicates that the situation in L'Anse remains the same as last year and that they are again requesting an exception.

Staff Follow-Up Steps

Maintain contact through our Indian Education unit in the L'Anse area to determine their approval of this arrangement and the resulting quality of education afforded the Indian students involved.

The L'Anse Township Schools

L'Anse, Michigan 49946

BOARD OF EDUCATION
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LeROY ZIMMER, Superintendent
GERALD D. JUDGE, High & Pool Principal
JAMES T. MATTSON, Assistant Principal
KARL G. GIPP, Elementary Principal

August 20, 1979

Dr. Eugene T. Paslov
Interim Superintendent
Department of Education
Lansing, MI 48909

Dear Dr. Paslov:

This letter is written in response to your letter of July 31, 1979, identifying the Laird School as a racially-isolated building.

Exception from compliance with the desegregated guidelines was granted for the 1978-1979 school year due to unique geographical circumstances.

Our geographical circumstances have not changed, and hence, we request that an exception for the 1979-1980 school year be granted.

Thank you for your consideration of this request.

Sincerely yours,

LeRoy Zimmer
Superintendent of Schools

LZ/mk

RECEIVED
AUG 23 1979
DEPARTMENT OF EDUCATION

MILAN

Background Information

1977-78 enrollment data indicated that the Milan Public Schools contained one building not in compliance with the standards contained in the Guidelines: Brainard Elementary. Brainard had a high proportion of Black students compared to the total district.

Department staff have assisted this district in working with a citizens' advisory group for the purpose of developing recommendations for consideration by the Milan Board of Education. They requested and were granted an educational exception for this school based on achievement and, at the same time, indicated continuation of work on a desegregation plan.

Current Status Re Desegregation Guidelines

The Brainard School continues to show racial isolation as determined by the 1978-79 Racial-Ethnic Census. The Black student population at Brainard was 46.5 percent. Information from the district indicates that the percentage of Black students for the current 1979-80 year has been reduced to 34 percent.

During the last year, the Milan district has continued efforts to eliminate racial isolation. Their activities include work with the Program for Educational Opportunity in Ann Arbor, conducting a survey on racial isolation and continuation of the citizens advisory group. The attached letter from Milan details these activities.

Milan is again requesting an exception based on achievement at the Brainard School. Department records show that for the year 1979-80, this school had 92.6 percent of their students achieving 75 percent of the mathematics objectives and only 66.7 percent achieving 75 percent of the reading objectives.

Staff Observations

A significant reduction has been made in the minority population at the Brainard School, but it is still outside the acceptable criteria.

The reading achievement scores are below the acceptable level for an educational exception.

Staff Follow-Up Steps

Staff will recommend and facilitate Milan school officials getting together with Battle Creek Schools and Region V Detroit to take a look at their academic achievement programs.

MILAN AREA SCHOOLS

920 NORTH STREET
MILAN, MICHIGAN 48160
PHONE 439-1541

CLAYTON H. SYMONS
SUPERINTENDENT OF SCHOOLS

WILLIAM E. RIBICH
ASSISTANT SUPERINTENDENT

January 14, 1980

RECEIVED
JAN 25 1980
DEPARTMENT OF EDUCATION

Dr. Eugene T. Paslov
State of Michigan
Department of Education
Lansing, Michigan 48909

Dear Dr. Paslov:

The Milan Area Schools Board of Education at a regular meeting December 12, 1979, by formal resolution, determined to request an exception from the criterion on page 9 of the "Guidelines for Providing Integrated Education Within School Districts", for the Glenn Brainard Elementary School.

In 1978, there were 60 black students of a total enrollment of 129 at this school representing 46%. In 1979, the number of black students was reduced to 44 of a total enrollment of 130 representing 34%. The progress toward elimination of "racial isolation" should also be significant this next year.

The educational achievement of the students at the Glenn Brainard Elementary is good with scores this year at an average of 76.63 on the reading portion and at 90.78 on the math portion of the Michigan Assessment Tests. These scores are arrived at by using the score and multiplying it times the number of objectives with that score, arriving at a sum total and dividing by the total number of objectives.

On November 8, 1978 the Board of Education appointed a Citizens Advisory Committee to study possible solutions to racial isolation within the Milan Area Schools. They have met since that time and a chronology of events that have taken place within the school district is enclosed to substantiate that we have been working.

Thank you for your consideration of this request and also for the cooperation and services received from your staff.

Sincerely,

Clayton H. Symons

Clayton H. Symons, Supt.

December 20, 1979

CHRONOLOGY OF EVENTS
RACIAL ISOLATION
MILAN AREA SCHOOLS

July 14, 1978	Letter of Information Received from Michigan State Board of Education
August 11, 1978	Letter of Invitation to Administration to Attend Meeting on August 30 Regarding RACIAL ISOLATION
August 30, 1978	Meeting of Violating School Districts with Dr. Porter and Staff. Mr. Ribich and Symons Attended
Sept. 13, 1978	Milan Board of Education Was Formally Informed
Oct. 23, 1978	Dr. Dobbs Met with Administrators: Mr. Symons, Ribich, Stanley, Tregloan and Mrs. May
Nov. 1, 1978	Letter to Parents of Brainard School Parents Inviting Them to Informational Meeting on November 6, 1978.
Nov. 2, 1978	Administrators Met to Plan Informational Meeting. Symons, Ribich, Stanley, Tregloan, and May in Attendance.
Nov. 6, 1978	Informational Meeting at Brainard School Conducted
Nov. 8, 1978	Board of Education Appoints Advisory Committee (See Acknowledgements)
Nov. 9, 1978	Dr. Porter's Letter with December 31st Compliance Deadline is Received (Incorrect Deadline)
Nov. 28, 1978	Advisory Committee Meets for First Time
Dec. 12, 1978	Advisory Committee Met to Review Summaries of Comparative Educational Offerings
Jan. 3, 1979	Board of Education Requested Exception, Based on Academic Achievement, from Guidelines for Brainard
Jan. 23, 1979	Advisory Committee Met at Brainard to Review Work of Sub Committee Developing Survey
Feb. 12, 1979	Notified by State Board That Exception for 1978-79 Was Granted.
Feb. 27, 1979	Advisory Committee Met at Middle School - Reviewed Proposed Survey and Discussed PEO*
March 12, 1979	Superintendent Requested Help From PEO
March 14, 1979	PEO Deemed Milan Area Schools Eligible for Help
May 2, 1979	Advisory Committee Met With Representatives of PEO
Interim	Worked on Developing Survey
June 5, 1979	Advisory Committee Met to Discuss Survey and Transportation

July 31, 1979	Milan Area Schools Notified Brainard Racial Isolated
Sept. 14, 1979	Racial Isolation Survey Mailed
Sept. 17, 1979	Racial Isolation Committee Meeting
Oct. 12, 1979	Follow Up Letter (Reminder) Sent On Survey
Oct. 18, 1979	Training Telephone Interviewers for Follow Up to Survey
Oct. 22, 1979	Training Telephone Interviewers for Follow Up To Survey
Oct. 23-26, 1979	Telephone Follow-Up To Survey Conducted
Nov. 1, 1979	Deadline for Survey Return
Oct. 31-Nov. 1,2, 1979	Wisconsin - 5 Persons Attended Communication Workshop Sponsored by PEO
Jan. , 1980	Racial Isolation Committee Meeting Date to Review Survey Results

The following sub committees have met as needs occured to fulfill purposes as title designates:

Transportation
Literature
Survey Development
Survey Procedure and Review

* PEO - Program for Educational Opportunity

SAULT STE. MARIE

Background Information

Information was obtained by letter, dated November 1, 1979, from the district of Sault Ste. Marie. Last year's report indicated two buildings not in compliance with the desegregation guidelines. The Finlayson School was significantly over-represented by American Indian students. The Jefferson School was under-represented by White students by only one percent. At that time, staff of the OEEO met with officials of the district and representatives of the Indian Council in the Sault to discuss the issue. At that meeting the district and Council indicated they did not want to change the composition of the Finlayson School because it was built to serve the needs of the American Indian community. Tribal representatives indicated that they were opposed to any actions that would disperse American Indian students from the building.

Last year the State Board of Education granted an exception for Sault Ste. Marie because of the unique legal status of American Indian students and because of the district's position that federal laws regulating Indian rights supersede guidelines adopted at the state level.

Current Status Re Desegregation Guidelines

The data for 1978-79 indicate that the Finlayson and Jefferson Schools are still not within the acceptable limits established by the guidelines. However, the letter from Dr. Edwin B. Olds, Superintendent, indicates that during the current year, 1979-80, several buildings were closed and students were reassigned in a manner which changes the racial composition for each of these buildings. It is indicated that the Jefferson School is now within range and that the percentage of American Indian students in the Finlayson School is considerably less when compared to last year.

Future Actions Indicated by District

The letter from Dr. Olds indicates that they are continuing to work toward the elimination of racially isolated schools.

Assistance Requested by District

No assistance requested at this time.

Staff Follow Up Steps

Staff will continue monitoring activities.

D. No Action Planned At This Time

Districts: Muskegon Heights
Saginaw

MUSKEGON HEIGHTS

Background Information

Department staff met with Muskegon Heights Superintendent and Assistant Superintendent on Monday February 11, 1980 for the purpose of discussing the progress and status of that district with respect to the Guidelines for Providing Integrated Education Within School Districts. Previous meetings involving the Superintendent have been held.

During the two years, since the Department has implemented the desegregation guidelines, Muskegon Heights has been identified as having racially-isolated buildings. Although the percentage of Black students in the elementary schools exceeds 80 percent, there are two buildings which, in 1978-79, were disproportionately high in the number of white students. At the time of the 1979 Annual report on Racial Isolation, this district indicated that, although they supported the concept of desegregation, they did not intend to submit a plan. In the letter outlining their position, it was stated that:

> "...we have concluded that the problem of correcting racial imbalance ... is virtually impossible due to the extreme degree of segregation of students in the district.."

The district is described as having high residential mobility and low socio-economic status. All school buildings receive Title I funds and 90 percent of the students received free or a supplemental lunch.

Contact with the Department includes attendance at the meeting on October 31, 1979, which was held with those districts which had not taken action on desegregation. The meeting was held with Dr. Paslov for the purpose of discussing concerns and problems faced by these districts and of offering assistance from the Department.

Current Status Re Desegregation Guidelines

Muskegon Heights contines to have schools which are racially isolated, (four buildings in 1978-79), and also continues to have no plans for desegregating these schools. Their position remains unchanged from last year which is that the district is so heavily minority that meaningful desegregation is impossible. School officials have indicated that the only acceptable type of desegregation would be multi-district.

Future Actions Indicated by District

This district is looking seriously at the problem of low achievement and has begun to work with the Experimental and Demonstrations Program within the Department in efforts to secure a planning grant for the purpose of raising achievement levels.

Assistance Requested by District

Possible human relations in-service for teachers. Alternative desegregation strategy designed to eliminate student isolation in identified buildings.

Staff Observations

A. This district which is predominately Black continues to lose White students because of low tuition rates offered in surrounding districts.

B. The Roosevelt School, which is about 55% White, appears to be a sanctuary for White students in the elementary grades. The percentage of White students drops in the middle school grades because of White students leaving the district. The district appears to want to retain as many White students as possible and, because of fear of White flight, is reluctant to alter the racial composition of the Roosevelt school.

C. MDE staff asked district officials what was needed to raise achievement levels. The response was:

1. Pre-school programs for all 4-year-olds
2. Reduction of class size
3. Parent education resource centers
4. Developmental programs
5. Curriculum coordination including staff to work with teachers and staff development.

Staff Follow Up Steps

Department staff will continue monitoring the status of racial isolation in Muskegon Heights and work with the E & D program in providing planning grant assistance to Muskegon.

SAGINAW

Background Information

A meeting was held in Saginaw with the Assistant Superintendent and Department staff on Monday, February 4, 1980 for the purpose of discussing the progress and status of that district with respect to the Guidelines for Providing Integrated Education Within School Districts. A Preview meeting with the Superintendent and his Board of Education Chairman was also held.

Saginaw went through a ten year process of administrative hearings with the Office of Civil Rights on the issue of school segregation. This long process resulted in clearance for Saginaw because there was no historical evidence of specific segregative acts.

In 1978 the MDE notified Saginaw that there was 33 buildings in the district which were not within acceptable limits as established by the state desegregation guidelines. In turn, the district indicated they had plans for action because of the OCR clearance of segregation charges. Saginaw did attend the October 31, 1979 meeting the Department held with those districts whcih were not taking steps to comply with the guidelines.

In the most recent meeting, held on February 4th, the district indicated that they have made the following efforts to provide equality on the basis of race:

- The high schools have a shared-time vocational education facility
- Open enrollement for integration purposes only
- District-wide facilities
- The Saginaw School Board is on record as being willing to accept a metropolitan desegregation plan. This idea was proposed about seven years ago and was rejected by the surrounding suburbs at that time.
- As a result of the OCR investigation, the district has desegregated the school faculty (the Singleton standard is used).

District Description

This district is divided from north to south by the Saginaw River, which is a major dividing line between White residential areas and minority residential area. And, this follows through for racial patterns within the schools--

schools on the east side of the river are predominately minority and schools on the west side of the river are predominately White. Further, it was noted by MDE staff that in the "Findings of Fact" resulting from the OCR investigation, the Saginaw Board in 1949 passed a resolution which required that junior and senior high school students attend schools on the east side or west side of the river in accordance with their respective places of residence (p. 131, #21).

Current Status Re Desegregation Guidelines

According to Department statistics for the year 1978-79, there were 33 racially-isolated school buildings in Saginaw. Broken down by building type:

Elementary - 24 buildings
Secondary - 8 buildings
Other - 1 building

Efforts during the past year include continuation of the open enrollment plan. According to the district, the open enrollment is up 37 percent this year. There has also been an emphasis on multicultural activities which includes the observation of Black history week and corresponding activities relating to the Latino population. Additional activities include an exchange program with Sault Ste. Marie, Ontario, math olympics, and a curriculum committee for textbook selection.

This district contends that there is no basis for the state desegregation guidelines and is currently one of three districts which have filed a court suit challenging the legality of the guidelines. This suit has been filed against the Michigan Department of Education and the State Board of Education.

A major concern of Saginaw is that the surrounding districts have become a haven for White families. There seems to be a fear that the implementation of a desegregation plan would result in an increase in White flight.

Future Actions Indicated by District

No new actions indicated.

Assistance Requested by District

Alternative to busing desegregation information requested along with copies of the Department's voluntary exchange of students plan.

Staff Observations

a. Saginaw has and is maintaining racially-identifiable schools which is clearly inconsistent with State Board policy,

It is indicated in the "Findings of Fact" from the OCR investigation that "The combination of the School District's neighborhood school policy and Saginaw's racially segregated housing patterns has produced racially imbalanced schools." It is also evident that clearance by OCR was based on the lack of evidence that the district acted with "racially discriminatory purpose or intent". However, the State desegregation guidelines do not address intent to segregate, but rather the condition of segregation.

Further, the concept of identifiable schools is inconsistent with the state policy as indicated in the guidelines:

.....the State Board of Education directed local boards to consider racial balance along with other education objectives when making school decisions in order that segregation be eliminated. (p. 3)

.....Racial isolation is a condition existing when the proportion of minority students or staff in a school fails to reflect the proportions of such students and staff in the district as a whole. (p. 3)

b. Examination of the MEAP scores for the Saginaw schools indicates that a large number of predominately minority schools have achievement scores that are below the district averages.

Staff Follow Up Steps

a. Department staff should look into patterns of population change between Saginaw and surrounding districts and make this information available to both Saginaw and the State Board of Education.

b. Because of the pending court suit, an Attorney General's opinion should be sought on whether or not Saginaw is affected by the State Desegregation Guidelines.

Attachment A

RECEIVED
FEB 20 1980
DEPARTMENT OF EDUCATION

STATE OF MICHIGAN
OFFICE OF THE GOVERNOR
LANSING

WILLIAM G. MILLIKEN
GOVERNOR

February 15, 1980

Dr. Eugene Paslov
Interim Superintendent of Public Instruction
Department of Education
Lansing, Michigan

Dear Dr. Paslov:

As you may know, before Dr. Porter left the department, he shared with me a copy of "Guidelines for Integrated Education Within School Districts." I commend the State Board of Education for its responsible leadership in developing standards to encourage school districts to gauge their success with integration. The effort the Department of Education put into attempting to transcend the critical issue of desegregation into a very positive policy of integration is noteworthy. I am hopeful that all school districts will carefully read these guidelines and cooperate with the Department of Education's leadership.

I am asking, in light of the efforts the State Board has made, for you to review a document entitled, "Desegregation: Problems, Successes, and Next Steps," for which the Education Commission of the States was a host sponsor (copy enclosed). Any comments you may have on this would be appreciated.

The Department of Education has provided a positive environment for dealing with a very critical and emotional issue. Would you please provide an update on how the department is proceeding in its responsibilities in the area of desegregation.

Finally, I am aware of the criteria the State Board has established for integration and recognize its efforts in promoting voluntary advisory groups, including legislation.

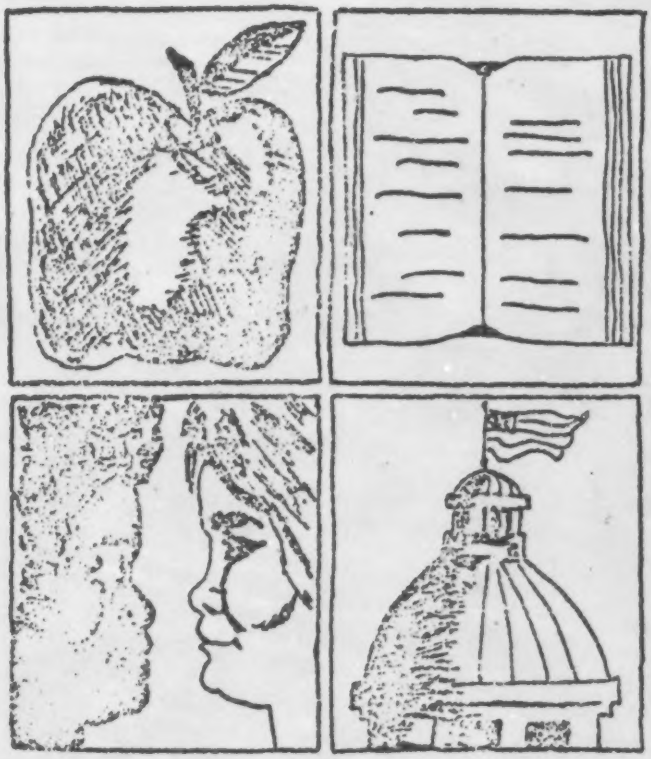
Warm personal regards.

Sincerely,

William G. Milliken

Governor

Desegregation: Problems, Successes and Next Steps



A report to the National Project and Task Force on Desegregation Strategies
by the National Association of State Boards of Education

The National Project and Task Force on Desegregation Strategies was launched in August 1977. The project is jointly sponsored by the Education Commission of the States, the National Association of State Boards of Education and the Council of Chief State School Officers. The National Task Force on Desegregation Strategies, chaired by Francis Keppel, Director, Aspen Institute for Humanistic Studies and former U.S. Commissioner of Education, is the policy-making arm of the project. The Task Force is charged with the responsibility of identifying issues for study and of proposing policies for state use.

The general purpose of the project is to encourage the states to promote desegregation and to aid them in their efforts to provide equal educational opportunity. The work of the project is supported by the Ford Foundation, the National Institute of Education and the U.S. Office of Education.

The project operates under the supervision of the Department of Elementary/Secondary Education, Education Commission of the States, Homer O. Elseroad, Director.

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The views expressed herein do not necessarily represent those of the project's sponsoring or funding agencies.

DESEGREGATION:

PROBLEMS, SUCCESSES, AND NEXT STEPS

Presented to:

THE NATIONAL TASK FORCE ON DESEGREGATION STRATEGIES

November 16, 1978
New Orleans, Louisiana

By:
THE NATIONAL ASSOCIATION OF
STATE BOARDS OF EDUCATION
Suite 526, Hall of the States
444 North Capitol St., N.W.
Washington, D.C. 20001

PREFACE

This report was developed and presented to the National Project and Task Force on Desegregation Strategies by the National Association of State Boards of Education, one of three sponsors of the National Project and Task Force on Desegregation Strategies. The other two sponsoring agencies of the Project and Task Force are the Education Commission of the States and the Council of Chief State School Officers.

As the introduction to this report indicates, the National Association of State Boards of Education invited representatives from nine states, including a number of state board members, and several designees of chief state school officers, to come together to assess state needs in the area of desegregation activity. The meeting was held in Chicago on November 6, 1978, and the report was first presented to the National Project and Task Force on Desegregation Strategies at its Task Force meeting in New Orleans, Louisiana on November 16, 1978, by Dr. Wesley Apker, Executive Director of NASBE.

Although independent from it, this report is being published simultaneously with the "Profiles of State Desegregation Activity" chart, developed by the staff of the National Project and Task Force on Desegregation Strategies, because both attempt to aid in the assessment of state needs relating to both desegregation and the broader issues of equity and equality.

It is my hope that both documents will place into sharper perspective the goals, commitments, programs and problems that are unique to states in the desegregation process.

Although much remains to be accomplished, I think many of us observe an increasing sense of responsibility on the part of state leadership. For example, in the past five years more states have begun to adopt legislation and/or policies addressing discrimination and inequality in education. In addition, in 1979, Ohio joined Massachusetts, New York, Rhode Island, Washington, and Wisconsin in committing financial resources to assist local districts in desegregation efforts.

The work of collecting qualitative information on state activity is important. It helps inform us of our progress as well as of our needs.

I would like to thank all three of our sponsoring agencies, and particularly Phyllis Blaunstein, Associate Executive Director of NASBE, for her work on this activity. In addition, I wish to acknowledge the guidance offered by members of the Task Force in this effort, and the diligent work of Mary Rashman, Research Associate; Denise Green, Project Services Coordinator, and Sherry Farrand, Project Secretary, in bringing this information to you.

Ben Williams, Director
National Project and Task Force
on Desegregation Strategies

September, 1979

INTRODUCTION

On November 6, 1978, seven members of state boards of education, six designees of chief state school officers, and others met in Chicago, Illinois to discuss the status of school desegregation and integration, and to analyze and make recommendations about the state role in promoting effective integrated education for the nation's public school children. The meeting was convened by the National Association of State Boards of Education (NASBE) for the National Project and Task Force on Desegregation Strategies (sponsored by NASBE, the Education Commission of the States and the Council of Chief State School Officers).

Attending the meeting were state-level policy makers from California, Delaware, Illinois, Ohio, Massachusetts, Michigan, New Jersey, New York, and Wisconsin. These particular states were asked to participate in the meeting because of the relatively high level of desegregation activity occurring there. Denise Green, Project Services Coordinator for the National Project and Task Force on Desegregation Strategies, attended the meeting to coordinate this effort with the Project's development of information on desegregation activity in the states. Dr. Meyer Weinberg, professor at the University of Massachusetts, author and editor of "Integrateducation", provided the participants with an overview of the issues and a national perspective. (The attendance list is attached as Appendix I.)

Dr. Weinberg opened the meeting with a survey of significant recent desegregation activity occurring around the country. The state representatives then shared with each other the major desegregation problems, controversies, successes and activities taking place in their states. The participants next divided into three smaller groups to discuss and arrive at a consensus on what the major desegregation issues are; why each one is a problem; what action is needed to ameliorate the problems, and, finally, who should be responsible for taking such action. The entire group then discussed the role which state boards of education, state departments of education and state legislatures should be playing in promoting effective integrated education. (A copy of the agenda is included as Appendix II.)

PROBLEMS/SOLUTIONS

A long list of needs and problems with desegregation efforts was developed by the state officials, indicating that there is a long way to go before integrated education in America becomes a reality. Nonetheless, several of the participating states had limited to highly successful desegregation experiences to report, and were able to identify specific policies or actions which were instrumental to their successes. In one sense, the myriad and complex problems delineated by the participants could all be reduced to one word: commitment. When commitment to integration exists on the part of the public, the federal government, state legislatures, the state education establishment and local school districts, solutions to all the apparent barriers can be found. Closely connected to the problem of commitment is the problem of funding.

Funding

While all participants agreed that money alone cannot solve the problems of a segregated society, lack of adequate funding, and in some cases, use of funds in inefficient and ineffective ways, frustrates the desegregation effort at every turn. Funds are needed for planning, for recruiting minorities to fill staff positions, for monitoring, for technical assistance to local education agencies and for transportation costs. Discretionary funds in particular are needed for implementing desegregation plans. Categorical funds--which are threatened in California, for instance--are important for implementing integrated education programs after desegregation has been achieved.

In Milwaukee, Wisconsin, the fiscal incentive established for interdistrict transfer--$2300 for each child brought into the district--is regarded as an extremely workable and effective solution. The state officials said increased funding should come from federal, state and local sources. Funds are not appropriated, they said, because legislative commitment to desegregation is lacking. In addition to the resistance to legislatures, the participants also pointed to resistance of the taxpayers and general economic restraints.

Judicial/Legislative Commitment

The need for legislation to give rule-making authority to state boards of education, and the need for the courts to back up that authority, was emphasized by a majority of those attending the meeting. In some cases, laws and school board regulations conflict and cancel each other out. Some courts rule in favor of limited, ineffective desegregation plans, or absolve authorities because there is no evidence of intent to segregate. Other courts ask districts to justify the gaps in their limited plans. Sometimes anti-busing legislatures strike down desegregation initiatives taken by a state board.

The state leaders also pointed to inconsistent decisions by the federal judiciary. Representatives from Delaware commended the judge in the Wilmington case for taking an interest in what happened in the classroom after the "numbers" had been redistributed. In that state, the judge ordered the hiring of additional staff specialists in reading, guidance counseling and human relations.

State Board Authority

In addition to lacking mandates, state boards of education were seen as failing to assert and enforce their existing authority. The lack of a definitive state role, however, fosters an inability to exert leadership. Some state board members expressed regret at state deference to local automony where desegregation issues are concerned. In California, under severe new financial constraints brought about by the passage of Proposition 13, the state is increasingly deferring to local school districts to take desegregation initiatives and to set budgetary priorities.

Questions of enforcement focused on whether or not the state should withhold funds from recalcitrant districts. The representatives from New Jersey said it was their state's judgment that funds should not be withheld, but rather the state should be empowered to show cause and order a plan for desegregation. In that state, the Robinson-Cahill decision requires the state to monitor local school districts. The districts must comply with state board rules for racial balance, materials, certification and inservice training, among others. By 1980, all local districts will be rated either approved, conditionally approved, or disapproved. Frequent monitoring was identified as essential to the successes achieved so far in desegregating New Jersey's schools. The need to establish grievance procedures with regard to busing was also discussed.

Metropolitanism

Most of the representatives from the participating states believe that interdistrict desegregation is a necessary evil, like busing, and that states ought to be empowered to redistrict and/or to consolidate districts. New York and Delaware laws prohibit interdistrict transfer of students without the consent of the districts involved. Lack of mandates are not the only force that inhibits redistricting initiatives by the state; other factors are lack of funds, sensitivity to local control, regionalism and negative public opinion.

Urban decay was seen by some participants, especially those from Ohio, as the major impediment to successful school desegregation. A massive commitment to reducing unemployment and dropout rates was seen as a necessary first step. One state board member described the action needed as "nothing short of a Marshall Plan for the cities." In some cases, desegregation has led to increased segregation. Resegregation problems such as white flight are a major concern. "White flutter," reflecting a wait-and-see attitude, has been observed by California officials.

Urban school district desegregation can create coordination problems when the state education agency infringes upon jurisdictions of other agencies; interagency review and the establishment of a state-wide oversight agency are possible remedies. In Springfield, Illinois, coordination paid off in a plan developed jointly by the State Board of Education, State Department of Education and the city; no court order was involved. Desegregation occurred without incident, and reading scores are up. This plan called for mandatory redistricting combined with a voluntary magnet school plan, both of which were deemed essential to success. The magnets have clear educational themes, thus raising issues of quality. This has had a positive effect upon staff morale, and upon the public image of the schools.

On the negative side of the urban desegregation issue, the Wilmington, Delaware redistricting plan has led to a teacher strike now affecting eleven districts; urban teacher salaries are higher than suburban, and suburban

teachers want equalization within one year. State officials fear racial tensions when the teachers return to the classrooms.

Integration

The state representatives unanimously identified post-desegregation needs as top priorities. After students and staff are reassigned, much remains to be done to provide quality integrated education. Many of the needs and problems are complex, controversial and costly. Quality control mechanisms, such as ability grouping, competency based testing, remediation, inservice training and new certification requirements for multicultural education, need to be established and effectively implemented.

There are concerns about programmatic resegregation in special education, and about the potential for using the basic skills movement as a resegregation tool. Strong support was expressed for the early administration of quality remediation programs. Multicultural education needs to be infused into curriculum and materials. Problems of discipline and classroom segregation call for strong and equitable policies. Again, funding must be made available to meet these needs, and technical assistance as well.

Technical Assistance

The state officials characterized the technical assistance provided to local school districts as generally too little and too late. They pointed to a lack of money and lack of trained, knowledgeable people. Local districts need technical assistance in desegregation efforts, in meeting integration goals, and in gaining the confidence and support of the public. Funding should be made available from a combination of state, local and federal sources; in addition, more effective use could be made of community volunteers.

Personnel

Multicultural education training is needed for teachers, administrators and support staff affecting the instructional environment. The participants agreed that competencies in this area should be required by the state through inservice training and preservice certification requirements. Whether or not multicultural education should become a recertification requirement is a controversial issue, and a "solution" about which most participants had serious reservations. Teachers' unions strongly object to such a requirement; advocates assert that teachers feel inundated with inservice training demands and that the importance of multicultural education must be reflected in teacher certification requirements.

It was pointed out that principals need training for new programs and

a new role. Also, more minorities ought to be recruited into the educational establishment. Massachusetts officials identified personnel as a major reason why tensions have relaxed in Boston; new membership on school committees, a new superintendent who is personally and publicly committed to integration, more active parent councils, and the unwillingness of the public to re-elect anti-integrationists were also cited.

Community Education

The need for public support for desegregation/integration efforts is regarded as crucial to success. Currently, there is a lack of adequate support from parents, politicians, the church and business. Participants explained that communities lack information; that the public often will not support needed law suits, and that the needs assessment programs in the schools are poor. Adequate research on the impact of desegregation on the community is lacking, and more technical assistance to communities is needed.

The representative from California said mandated parent involvement in desegregation plans there has been critical to the success of those plans. Community planning councils are an important part of the successful Milwaukee, Wisconsin desegregation plan. Almost 700 students were bused last year; almost 300 more will be transferred this year, yet opposition or "white flight" has been minimal. The planning councils that each local district must establish are seen as effective mechanisms for community involvement in and satisfaction with the desegregation program.

RECOMMENDATIONS

- The state legislature should pass laws clearly and specifically prohibiting discrimination, racial isolation and other segregative conditions.
- Where authority does not exist, the state legislature should act to assign authority to the appropriate state agency.
- The state should publicly acknowledge segregation problems; should have clear policies and regulations for implementing desegregation laws, and should initiate the development of desegregation action plans.
- The state should assume responsibility for the means of implementing desegregation action plans, and should recognize the cost of equal quality education--including programs, personnel training, and busing.
- The state legislature should provide fiscal incentives to local school districts so that they can properly implement desegregation plans.
- The state board of education and state department of education should be properly staffed so that desegregation laws and integration programs can be effectively implemented.
- The state should provide a variety of technical services to state and local agencies in the area of desegregation.
- The state should establish a mechanism to periodically review all state policies related to desegregation, including equal educational opportunities and employment.
- The state board of education should monitor and require reports on desegregation programs administered by the state education agency.
- The state education agency should have coordinating authority over all programs--federal and state--that affect segregation in the state.
- States should recognize the particular needs of urban areas.
- Ethnic segregation should be viewed by the state as a separate problem needing special effort.
- Coordination between state policy-makers and state education agency administrators should be strengthened.
- State staffing patterns should reflect a high priority placed on desegregation efforts and affirmative action plans.

- The states should articulate the priorities for research into desegregation efforts and integrated education; efforts should be made to identify factors which have both positive and negative effects.

- The states should develop a policy regarding instructionally effective minority schools and whether or not these should be exempt from desegregation efforts.

APPENDIX I

Meeting Attendance List

National Project and Task Force on Desegregation Strategies

November 6, 1978

Chicago, Illinois

Mr. Theodore Black, Chancellor
New York State Board of Regents
Sands Point, New York

Dr. John Dobbs
Assistant Superintendent
State Department of Education
Lansing, Michigan

Ms. Ginger Geis, Administrative Assistant to the Deputy Superintendent
Illinois Office of Education
Springfield, Illinois

Dr. Charles Glenn, Director
Bureau of Equal Educational Opportunity
State Department of Education
Boston, Massachusetts

Mr. Charles Grisby, Chairperson
Massachusetts State Board of Education
Boston, Massachusetts

Mrs. Elise Grossman
Delaware State Board of Education
Wilmington, Delaware

Dr. Everett L. Jung
Ohio State Board of Education
Hamilton, Ohio

Mr. Ralph H. Lataille
Deputy Commissioner
State Department of Education
Trenton, New Jersey

Mr. Robert Lyons
Deputy Superintendent
Illinois Office of Education
Springfield, Illinois

Mrs. Ruth Mancuso
New Jersey State Board of Education
Glassboro, New Jersey

Dr. Howard Row
Assistant Superintendent
State Department of Public Instruction
Dover, Delaware

Ms. Lorenza Calvillo Schmidt
California State Board of Education
Long Beach, California

Mr. John Strother, Director
Equal Educational Opportunity
State Department of Public Instruction
Madison, Wisconsin

Dr. Meyer Weinberg
Editor, "Integrateducation"
School of Education
University of Massachusetts
Amhurst, Massachusetts

Mr. Jack Witkowsky, Chairperson
Illinois State Board of Education
Chicago, Illinois

APPENDIX II

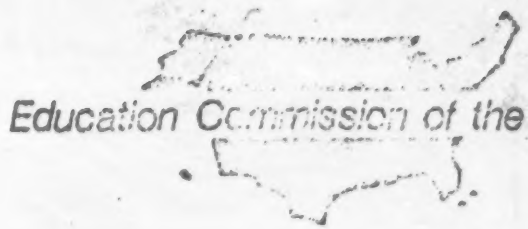
National Project and Task Force on Desegregation Strategies
Agenda
November 6, 1978
Chicago, Illinois

9:00 - 9:30	Introduction Phyllis Blaunstein, Associate Executive Director, NASBE - Room 386
9:30 - 10:00	Overview Meyer Weinberg, University of Massachusetts, Amhurst, Massachusetts
10:15 - 12:15	Discussion What are the major issues?
12:15 - 1:15	Lunch
1:15 - 2:30	Small Groups - Salon 2 What are the problems? What are the solutions?
2:30 - 4:00	Discussion Define state role

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION

State boards influence the educational directions in the state. State boards do not act alone: they interact with the chief state school officer, the legislature, the governor, local constituents, and state level associations of administrators, teachers and school boards. Through their state level policy development and adoption process, and by virtue of their relationship with the state legislatures, state boards determine the tone, direction and quality of education in their states.

Created in 1959 with an initial membership of 11 states, the National Association of State Boards of Education (NASBE) now has a membership composed of the state boards of education in 46 states, the District of Columbia, and four U.S. territories. It is a dynamic and effective association representing these state boards of education as they seek to promote quality education in the states and to strengthen the tradition of lay control of American public education.



The Education Commission of the States is a nonprofit organization formed by interstate compact in 1966. Forty-seven states, American Samoa, Puerto Rico and the Virgin Islands are now members. Its goal is to further a working relationship among governors, state legislators and educators for the improvement of education. This report is an outcome of one of many commission undertakings at all levels of education. The commission offices are located at Suite 300, 1860 Lincoln Street, Denver, Colorado 80295.

It is the policy of the Education Commission of the States to take affirmative action to prevent discrimination in its policies, programs and employment practices.